

HAIGHT-ASHBURY TRANSPORTATION

A Background Study
prepared by

THE DEPARTMENT of CITY PLANNING
San Francisco October 1971

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PREFACE

In the fall of 1970, the City Planning Department initiated a two-year project to prepare a development plan for the Haight-Ashbury area (roughly defined as Seventeenth Street to Fulton and Arguello to Baker and the western perimeter of Buena Vista Park). This decision was based both on the obvious and widespread concern of residents and businessmen for the future of their area and on the Department's own assessment of the Haight-Ashbury as an area of need that could benefit from sound planning.

An important principle in this project is that persons affected by the plan should have a voice in its preparation. As a step in this direction, a series of interim reports will be prepared for citizen review dealing with separate planning elements: transportation, housing, commerce, community facilities, the role of the major institutions in the neighborhood, and urban design. Copies of each report will be distributed, and public meetings will be held in an effort to encourage a meaningful response. Modifications of policy recommendations will be made in light of feedback received from the community and the results of further study. Eventually, the policy proposals contained in each report will be combined in a final comprehensive plan to be presented to the City Planning Commission for inclusion in San Francisco's Master Plan.

INTRODUCTION

This transportation report is one of a series that will lead to a plan for the Haight-Ashbury. It is comprised of four sections, each dealing with an important component of the transportation system. The opening section deals with traffic circulation; how people move to and from activities being carried on in different places. The second discusses parking; the space required for the storage of automobiles at or near their destinations. Public transit is presented in a third section. The final section deals with the question of street livability -- the effects of traffic on the living environment along major arterials and possibilities for enhancing the residential nature of less heavily traveled streets.

The Haight-Ashbury exhibits several important features which greatly influence the nature and functioning of its transportation system. One is its central geographic location between the downtown area and outlying commuter areas such as the Sunset and Richmond districts. In addition to downtown traffic, there is substantial north-south crosstown traffic, generated by residents from the Inner Sunset, Twin Peaks, and Upper Market areas. The hilly topography characteristic of the city limits the number of alternative routes around the Haight-Ashbury and also tends to channel traffic onto a few streets once inside the neighborhood.

The presence of several large trip generators either within or immediately adjacent to the community contributes significantly to increased traffic congestion and to serious parking shortages. The single most important trip generator is the University of California Medical Center with an estimated daily commuter population of 13,000 people. Golden Gate Park (particularly on weekends), St. Mary's Hospital, Harkness Hospital, and the University of San Francisco are also important trip generators.

The dense pattern of residential development and age of most of the buildings (90 percent were constructed before 1923) carry important implications for transportation in the area. On the one hand, a considerable volume of local traffic is produced while, on the other hand, the neighborhood is ill-designed to deal with present demands exerted by mass reliance on the automobile (the inadequacy of off-street parking facilities and narrowness of certain streets are good examples of this).

All of the factors mentioned above make it appear unlikely that the overall level of traffic can be reduced in the future. A more realistic goal may be to decide how best to accommodate existing traffic volumes while increasing the neighborhood's livability and what, if anything, can be done to control or deal with future increases.

SUMMARY

Vehicular Circulation

1. The principal objective in the vehicular circulation system is to achieve a smooth flow of traffic in keeping with the residential environment of the Haight-Ashbury.
2. The Haight-Ashbury absorbs a high volume of traffic. Much of it is channeled along the peripheries of the areas north and south of the Panhandle. However, a significant amount of traffic does filter through these two major sub-areas, creating conflict between local and through traffic and adversely affecting the residential environment.
3. A street designation system is proposed which would channel more traffic onto major arterials in order to protect and improve the quality of residential areas. Kezar Drive, Fulton, Oak, Fell, and Masonic are viewed as major thoroughfares (crosstown routes connecting districts within the city); secondary thoroughfares (connecting district streets to major thoroughfares) are Frederick and Parnassus west of Stanyan, Seventeenth Street, Stanyan, and Ashbury-Frederick-Masonic to Oak; Frederick between Stanyan and Masonic and Clayton between Seventeenth Street and Oak are suggested as collector streets (collecting traffic from local streets and feeding it onto major or secondary throughfares). All other streets in the neighborhood would serve as local streets primarily providing access to homes and local businesses.
4. A number of potential changes in the circulation system are presented in this report. These include modifications of certain key intersections, specific measures to implement the proposed street designations as well as alternatives to some of these designations, undergrounding Parnassus between Third and Hillway, undergrounding Oak and Fell between Baker and Stanyan, converting John F. Kennedy Drive to recreational use, and undergrounding Kezar Drive.

Parking

1. The goals in parking are to a) provide a sufficient number of spaces for residents near their homes; b) alleviate on-street parking congestion around the several large institutions; and c) assure the continued availability of parking for shoppers within the commercial zones while overcoming the presently inadequate provision for commercial vehicles. Actions taken to achieve these goals should be consistent with the organization of traffic flow in the neighborhood and designed in a manner that will have a positive effect on the environment.

2. The shortage of parking spaces is a problem on many blocks in the Haight-Ashbury. A survey conducted by the City Planning Department showed afternoon congestion to be primarily centered around the institutions, Page Street, and a number of side streets along Stanyan. Nighttime congestion is considerably more extensive for the community as a whole. Afternoon shortages are greater than nighttime shortages north of the Panhandle. This reflects the overall influence of nonresidential trip generators (University of San Francisco, St. Mary's, and Harkness) north of the Panhandle. Parking shortages south of the Panhandle, with the exception of the vicinity around the U.C. Medical Clinic, are more directly linked to demand generated by local residents.
3. There are few possibilities for increasing the number of off-street parking spaces in predominantly residential areas. Significant opportunities do exist for adding on-street spaces by converting from parallel to diagonal parking. On the other hand, there are many blocks in the neighborhood where this is not possible due either to the heavy volume of traffic, location of public transit routes, or narrowness of certain streets
4. There is an extensive demand for daytime parking around the four major institutions. For this reason, it is not advisable to add to the number of on-street spaces unless parking shortages on a particular block occur at night -- indicating a more fixed demand generated by local residents. The principal emphasis around institutions should be to increase reliance on public transit and to tie future expansion to suitable off-street parking requirements as required in the City Planning Code.
5. Sufficient parking currently exists for shoppers in the commercial districts lining Cole and Haight Streets. Additional commercial parking space is required, however, and one possibility that exists is the conversion of some metered spaces to yellow zones. The implications of commercial expansion in the future are also explored in terms of the attendant increase in parking requirements.

Public Transit

1. The overall goal is to strengthen public transit as an alternative to the automobile. The three basic elements of this goal are to provide convenient access to major destinations for residents of the Haight-Ashbury, to relieve congestion in the neighborhood -- especially around the institutions, and to avoid or minimize the adverse effects of transit on the residential environment.

2. Access to the downtown area by public transit is relatively good (8 lines) whereas crosstown service is less satisfactory (2 lines directly serving the neighborhood). Transit service to the four large institutions needs to be improved -- perhaps in the form of new or revised crosstown routes -- if automobile congestion is to be reduced to any significant degree. For example, only 20 percent of the daily commuter population of 13,000 at the U.C. Medical Center relies on public transportation. With regard to the effect of public transit on the residential environment, living conditions seem to have been impaired along several streets as a result of heavy transit activity -- particularly Waller with five transit lines, Carl with the N-Judah, and Masonic between Waller and Haight with six lines.
3. BART and the Muni subway are two major future developments that will have an important impact on public transit in the Haight-Ashbury. BART should be operating in San Francisco by the fall of 1972 and the Muni subway by late 1974 or 1975. BART could significantly alter the mode of transportation for commuters traveling to and from the East Bay. There are presently 1700 East Bay commuters going daily to the U.C. Medical Center alone -- most of them in cars. The Muni subway will greatly improve running times to the downtown area. In the Haight-Ashbury, the N-Judah will become increasingly important as a result of its incorporation into the subway system at Duboce and Market. This might reduce patronage on surface lines with downtown destinations and free vehicles for new crosstown routes. Feeder service to the two systems provided by the present routing pattern in the neighborhood would generally be adequate, although certain improvements are suggested.
4. A series of possible changes in the public transit system are included in this report. Among them: several route realignments, conversion of Haight Street to a transit preferential street, a shuttle bus service connecting major activity centers in the neighborhood, extension of the Muni subway to Ninth Avenue, and provision of bus benches and shelters to make waiting more comfortable for passengers.

Street Livability

1. The goal is to maintain or improve the residential environment along heavily traveled streets and to establish protected residential areas lying within the boundaries formed by the major arterials.
2. Several types of improvements for major streets are discussed in the report. The results of a survey conducted along Oak and Fell indicate, however, that the majority of people living along these two streets do not view traffic as a problem. Comments received from residents living along other arterial streets suggest that traffic is a problem. It appears that the presence of several unique factors along Oak and Fell, particularly the Panhandle, may make the two streets unrepresentative of the neighborhood as a whole.
3. There are a variety of small-scale actions which can support and enhance the environment within protected residential areas. Converting from parallel to diagonal parking is an example, since many opportunities are thus created for alternating diagonal parking with landscaped sidewalk extensions without reducing the number of parking spaces available prior to the conversion. Other, more specific, possibilities are suggested: a mid-block plaza on the 400 block of Belvedere, altering the intersection between Alma and Shrader to provide a safer link between Grattan School and Grattan Playground, and a mid-block plaza/shelter for the N-Judah near Carl and Cole Streets.
4. The Street Livability section does not attempt to comprehensively determine the specific needs for residential protection measures in all parts of the Haight-Ashbury. Detailed planning of this sort will be influenced by decisions that have yet to be made regarding the many possibilities presented in the sections on circulation, parking, and public transit and will therefore be the subject of a later report.

Further planning will be required after decisions are reached on such issues as street designations, conversions to diagonal parking, and public transit route changes.

VEHICULAR CIRCULATION

The neighborhood's vehicular circulation pattern can be divided into three kinds of traffic: 1) traffic coming from outside the community and moving through the area to a point also located outside the community; 2) traffic coming from the outside but going to a location within the Haight-Ashbury area; and 3) local traffic generated by residents of the neighborhood traveling to and from points either within or outside the neighborhood (places of work, shopping, visiting friends, etc.). These traffic movements are analyzed in relation to a street classification system in which streets are designated either as major thoroughfares (crosstown routes connecting various districts within the city), secondary thoroughfares (connecting district streets to major thoroughfares), collector streets (collecting traffic from local streets and feeding it into secondary thoroughfares), or local streets (principally providing access to homes and local businesses).

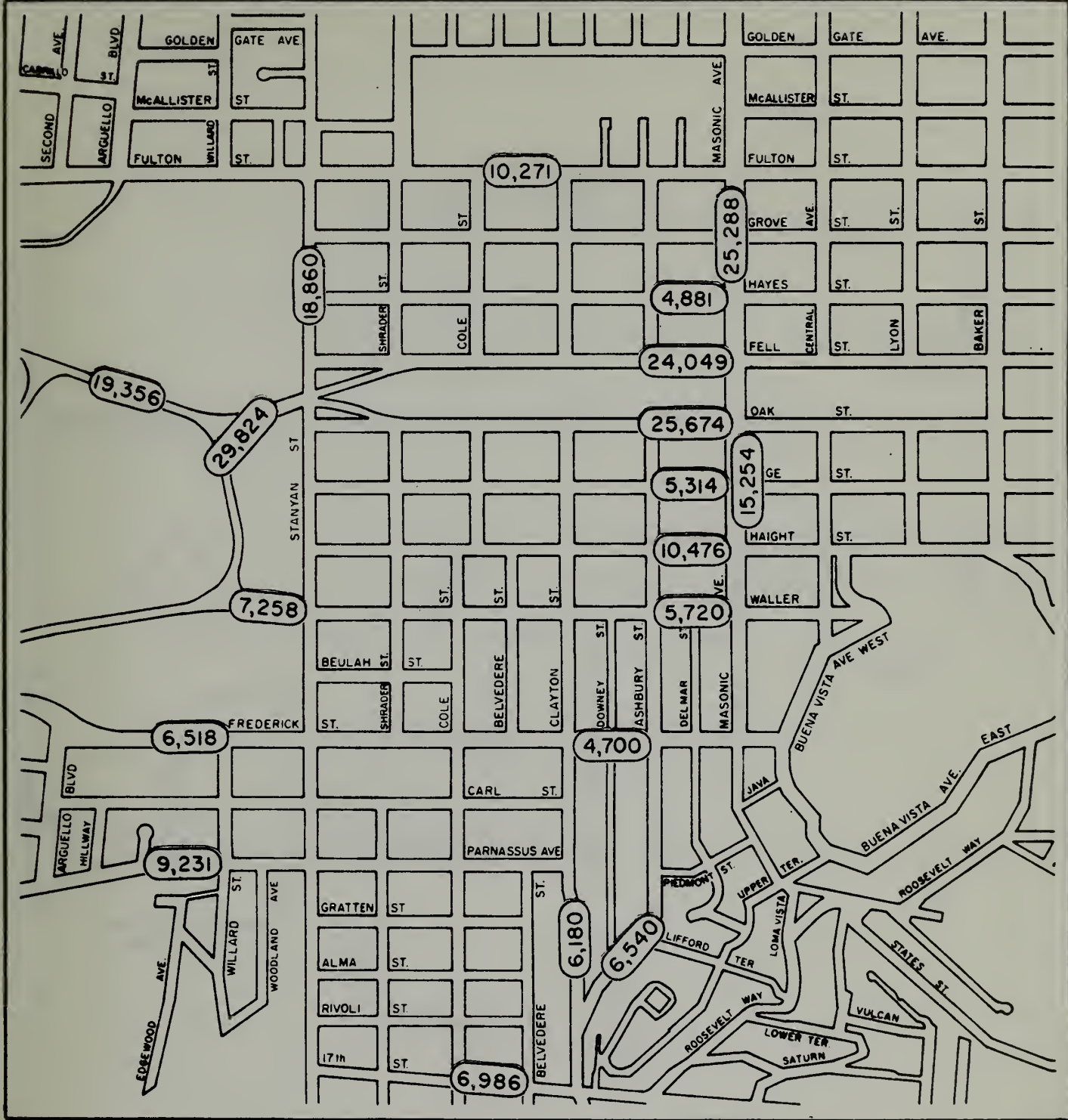
A principal focus in this report will be to consider alternative classifications for various streets in the Haight-Ashbury and the effect each would have on the overall traffic circulation pattern. The information in this report should enable the community to reach a general agreement on the use of streets. Specific measures used to implement the system (directional signs, placement and synchronization of traffic signals, medians, landscaping, diverters at intersections, necking at intersections, street closings, etc.) will be examined in a later report.

The basic objectives of each alternative presented are to:

- 1) avoid conflict between local traffic and traffic originating from outside the community;
- 2) maximize safety and the smooth flow of traffic in general;
- 3) effectively link major activity centers;
- 4) protect residential areas from excessive vehicular activity wherever possible; and
- 5) improve the living environment of the neighborhood.

Survey of Current Traffic Movements

In traffic planning, it is important to decide when the number of vehicles on a given street may become a problem requiring special attention. Many variables combine to determine at what point impaired safety, excessive noise, fumes, lack of privacy, and parking difficulties exceed tolerable levels. The width of streets and sidewalks, number of lanes, nature of adjacent land use, type of building, and presence or absence of amenities (trees, parks, planted medians, etc.) are among the factors to be considered. In the Haight-Ashbury, many of the principal streets are residential, two-lane, two-way streets. Previous experience with such streets indicates that traffic can be considered heavy when the vehicle count exceeds 4,000 for a 24-hour period or 300 during peak hours (one car every

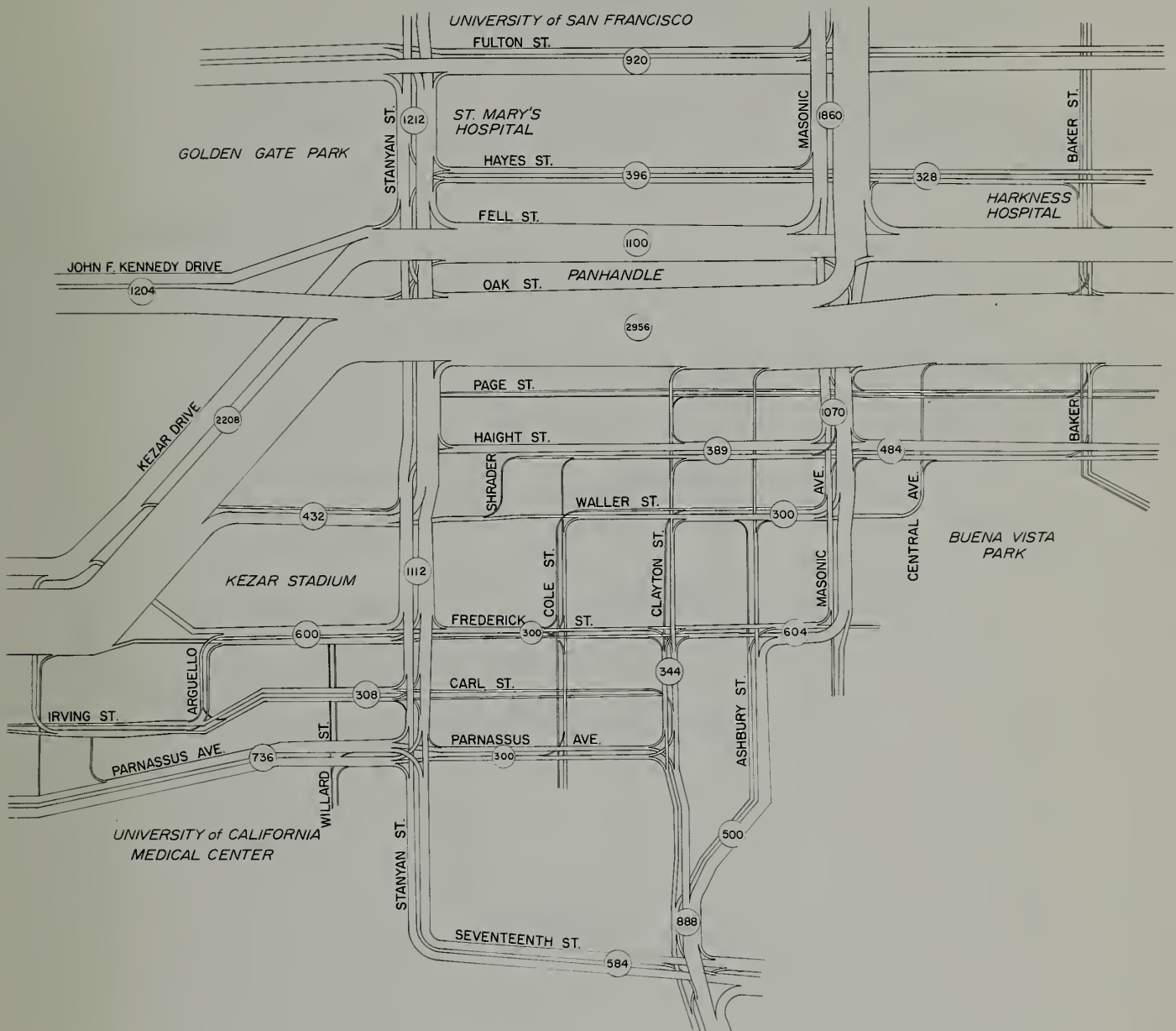


TWENTY-FOUR HOUR TRAFFIC COUNT

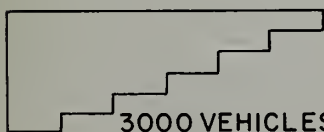
○ TOTAL VEHICULAR MOVEMENTS FOR A TWENTY-FOUR HOUR PERIOD



DATED: MAY 1971



MORNING PEAK TRAFFIC COUNT



500 VEHICLES PER HOUR

3000 VEHICLES PER HOUR

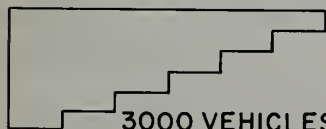
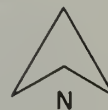


TOTAL TRAFFIC COUNT FOR STREET

DATED: MAY 1971



EVENING PEAK TRAFFIC COUNT



500 VEHICLES PER HOUR

3000 VEHICLES PER HOUR



TOTAL TRAFFIC COUNT FOR STREET

DATED: MAY 1971

12 seconds). Oak, Fell, and portions of Haight, Masonic, Stanyan and Fulton have more lanes and greater carrying capacities with 24-hour volumes ranging from 10,271 on Fulton to 25,674 on Oak. These presently serve as major arteries, however, and obviously carry heavy traffic loads.

Based on these standards, several general observations can be made regarding the present traffic circulation pattern. One is that the Haight-Ashbury clearly absorbs a very high volume of traffic for a predominantly residential community. In fact, Oak and Fell have physically divided the neighborhood into two principal sub-areas. The major portion of total traffic flow is either channeled along the periphery of these two sub-areas (Fulton, Fell, Oak, Seventeenth Street, Stanyan, Frederick and Parnassus west of Stanyan) or onto the Ashbury-Masonic north-south corridor.

Nevertheless, a significant amount of traffic does filter through the community on Hayes, Page, Haight, Waller, Frederick and Parnassus east of Stanyan and Clayton south of the Panhandle. This widely dispersed movement limits the size of protected residential areas in the neighborhood and creates considerable conflict between local and through traffic. In addition, it is apparent that many vehicles are encouraged to follow indirect routes in order to reach major activity centers within the community or simply to pass through to destinations outside of the Haight-Ashbury area. Following is a summary of the more specific findings:

1. A large volume of traffic enters Stanyan from the west on Frederick and Waller. Much of this traffic (248 cars on Frederick and 456 cars on Waller during the morning and evening rush hours) turns north onto Stanyan -- apparently in order to cross the Panhandle. This is probably due to the difficulty of crossing the Panhandle by turning from Oak onto Stanyan. As a result of the heavy volume of oncoming traffic on Fell, direct turns to the north at this intersection are prohibited. Instead, a small loop exit located slightly east of Stanyan has been provided for this purpose. The exit is underutilized at present.

2. Some of the traffic entering Waller from Kezar Drive probably does so as a result of the way in which the median is placed at the intersection of the two streets. The number of eastbound lanes on Kezar Drive is abruptly reduced from two to one at the median and cars in the lane nearest the curb are thus encouraged to turn onto Waller and enter the Haight-Ashbury unnecessarily.

3. A great deal of traffic crosses Stanyan from the west along Parnassus, Carl, Frederick, and Waller (a total of 904 cars during the morning and evening rush hours). Much of this traffic is apparently destined for Masonic and points outside of the community. It might be preferable to channel such traffic onto Oak.

4. An equal volume of traffic entering from the east and destined for the U.C. Medical Center, Inner Sunset, and the western perimeter of the Haight-Ashbury relies basically on the same streets as traffic moving through the community from the west. This is probably due to the difficulty involved in turning south onto Stanyan from Fell. U.C./Inner Sunset traffic might even be encouraged to continue beyond Stanyan to Kezar Drive and Lincoln if the turn south from Lincoln onto Fourth Avenue could be improved.

5. Westbound traffic on Haight Street (796 cars) far exceeds eastbound traffic (332 cars) during both peak periods while the reverse is true for Waller (272 westbound and 360 eastbound). One of the principal reasons appears to be the last block of both streets connecting with Stanyan where Haight is one-way west and Waller is one-way east.

6. A heavy volume of traffic circulates in and around the vicinity of the U.C. Medical Center -- much of it in search of parking space. Every street in the area is affected. The section dealing with parking suggests several measures that could help alleviate this problem.

7. Downtown-oriented traffic passing through the Seventeenth Street-Clayton intersection appears to favor Ashbury over Clayton as the link with Masonic. While the maps show a fairly even distribution of total traffic on the two streets, a closer examination indicates that this is due to Clayton's dual role as a collector street for the neighborhood and as an important route for traffic going to and coming from the U.C./Inner Sunset area.

8. The routes followed by traffic entering the Haight-Ashbury from the south and heading in the direction of the U.C./Inner Sunset area or the Inner Richmond seem to be determined almost solely by the design of the intersection at Seventeenth Street and Clayton. Traffic entering on Clayton almost never turns west at the intersection. Instead it continues on Clayton to filter through the community. Traffic entering on Seventeenth Street largely continues directly to Stanyan and thus moves along the periphery of the neighborhood.

9. The contrast in turning activity between the Fulton-Stanyan intersection and the Fulton-Masonic intersection reflects the position of Stanyan as the principal link with the Richmond district for traffic on Oak and Fell and many points south of Golden Gate Park and the Panhandle. Stanyan, in fact, is the first major north-south crosstown route east of Nineteenth Avenue -- a distance of 20 blocks.

Street Designation Proposals

The Department of City Planning has recently published the Improvement Plan for Transportation which proposes a general street framework for the entire city. The recommendations made are for major thoroughfares, secondary thoroughfares, and transit streets only. Designations of collector streets and local streets require more detailed study at the district or neighborhood level and thus were not included in the citywide plan. The attached map includes the Improvement Plan recommendations for the Haight-Ashbury as well as suggestions for collector streets which are based on studies conducted by the Department's Area Planning staff.






Kezar Drive, Fulton, Oak, Fell and Masonic north of Oak are proposed as major thoroughfares. This indicates that they are primary carriers of high volumes of traffic between major districts in the city. The proposed secondary thoroughfares are Frederick and Parnassus west of Stanyan, Seventeenth Street, Stanyan, and Ashbury-Frederick-Masonic to Oak. These streets are seen to be primarily of district significance -- both serving intra-district movements and distributing traffic to and from the major thoroughfares. The collector streets proposed are designed to fall within the basic structure of the traffic circulation system formed by the recommended major and secondary thoroughfares. They are Frederick between Stanyan and Masonic and Clayton between Seventeenth Street and Oak. Both streets are centrally located within the area south of the Panhandle. In addition, Frederick is the first street north of Seventeenth Street to connect Stanyan and Masonic while Clayton provides one of the few direct links between Seventeenth and Oak. These streets would act as service streets to local activity points as well as connecting local streets to major and secondary thoroughfares. Through traffic would be discouraged along collector streets.

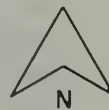
Haight, Carl, Parnassus, Stanyan, and Hayes have been proposed as the major transit streets. In the case of Haight and Carl, the intention is to strongly emphasize the smooth flow of transit, although autos would be permitted. Both streets have been recommended for a number of actions in the comprehensive plan. The same level of preferential treatment is not anticipated for the other three transit streets, particularly along Parnassus and Stanyan which are viewed also as secondary thoroughfares. All other streets in the neighborhood are considered local streets to be used primarily for access to residences.

Basically, these proposals conform to the existing circulation pattern. There are a few exceptions. The present high volume of automobile traffic on Haight Street might be inconsistent with the smooth flow of transit vehicles, and the



THOROUGHFARES & TRANSIT STREETS PLAN

-  MAJOR THOROUGHFARE
-  SECONDARY THOROUGHFARE
-  COLLECTOR STREET
-  RECREATIONAL STREET
-  TRANSIT STREET



400 FEET

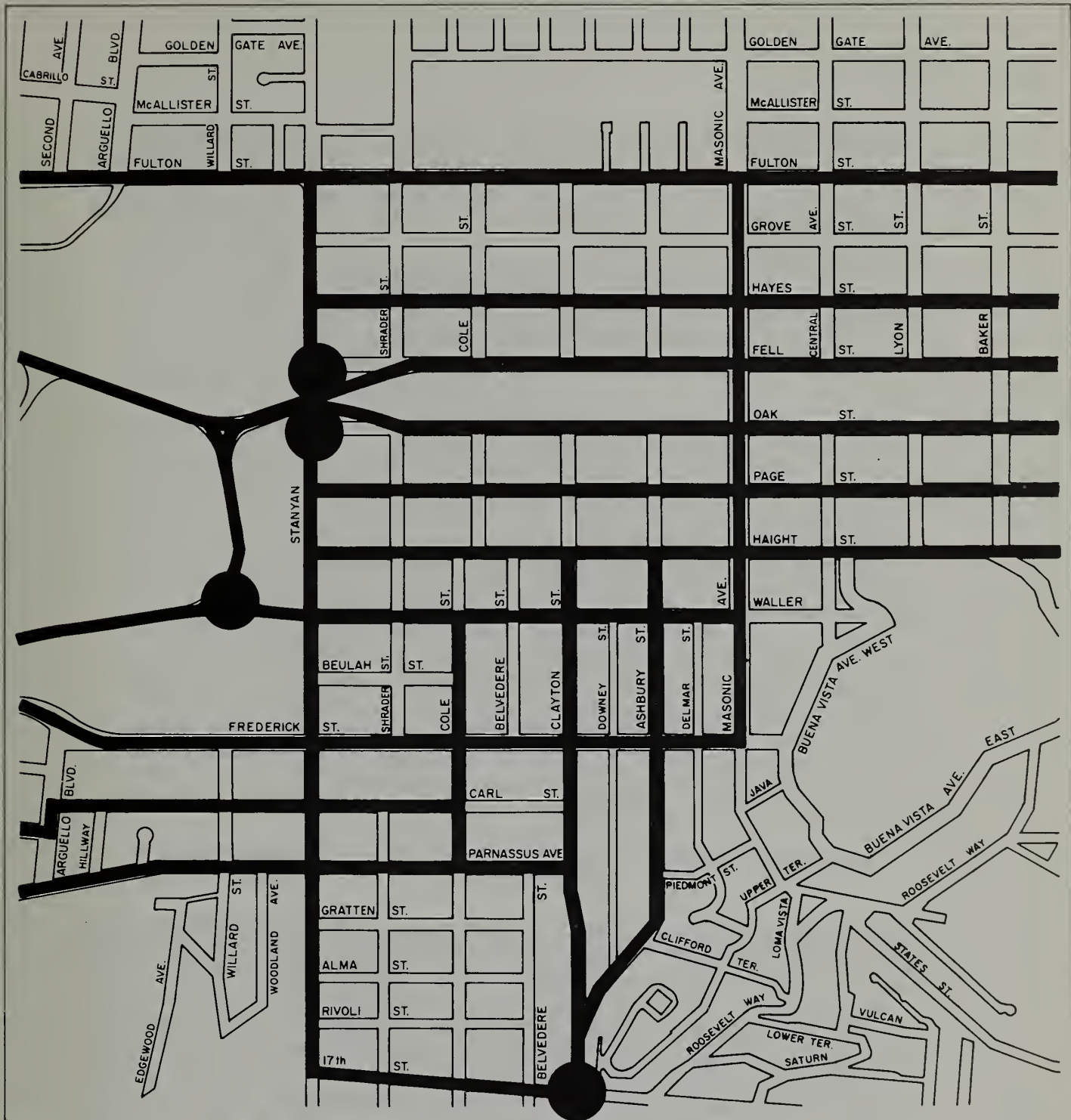
implications of emphasizing transit on Haight Street are discussed in the section dealing with public transit. Frederick between Lincoln and Stanyan has been recommended as a secondary thoroughfare so that it may serve as the major link for traffic on Lincoln wishing to enter the Haight-Ashbury. The westernmost block of Waller is not viewed as continuing in its present role. An alternative possibility, however, would be to make Waller the principal link between Lincoln-Kezar Drive traffic and the Haight-Ashbury instead of Frederick.

Perhaps the most important overall feature of the proposed circulation pattern is its strong orientation toward channeling traffic onto a few major streets, thus significantly reducing the amount of traffic filtering through the community. An example is the suggested designation of Page, Waller, and Parnassus east of Stanyan as local streets. Such moves are desirable since minimizing the number of arterial streets enhances the residential environment of a larger area. The protected residential neighborhoods that result would be able to avoid many of the problems associated with large volumes of traffic. A disadvantage may exist for people who live along the few streets selected for channeling. Filtering, on the other hand, tends to distribute the negative impact of traffic evenly throughout an area. In either case, specific actions should be taken along the more heavily traveled streets to make them safer and more livable. Adequate buffers and other protective measures should be provided. The effect of excessive traffic on the living environment and the variety of improvement actions available are more carefully explored in the street livability section of this report.

Potential Changes in the Vehicular Circulation System

A number of specific actions are required to implement the proposed street designations and to make other improvements in the circulation system which relate to the major survey findings previously discussed. Following is a summary presentation of alternative possibilities for effecting changes in traffic patterns in and around the Haight-Ashbury:

1. Facilitate turns north onto Stanyan from Oak. The loop is poorly marked and underutilized. Better directional signs could be placed well in advance of the exit location. The first such sign might appear west of the Lincoln-Frederick intersection.
2. Improve the intersection at Kezar Drive and Waller. Better utilization of the Oak-Stanyan loop would reduce the flow of through traffic entering Waller from the west. Signs improving present warning of the lane reduction on Kezar Drive are also required and the lane reduction itself could be made more gradual -- perhaps necessitating removal



PROBLEM STREETS AND INTERSECTIONS



400 FEET

EXCESSIVE TRAFFIC* IS IN CONFLICT WITH LAND USE

TURNING MOVEMENTS AT INTERSECTION ARE IN CONFLICT WITH BASIC TRAFFIC FLOW

* EXCESSIVE TRAFFIC: 4000 VEHICLES PER 24 HOURS OR 300 VEHICLES PER HOUR

DATED: MAY 1971

of a portion of the median. With regard to non-through traffic, three basic possibilities exist:

- a. Efforts could be used to discourage all automobiles from using the block of Waller west of Stanyan. It might even prove desirable to close this portion of the street and convert the area to park use. This could create a problem, however, due to the location of the Park Police Station and the direct access provided between this point and the Haight-Ashbury community along Waller.
 - b. Waller, rather than Frederick, could be developed as the principal link between the Haight-Ashbury and Lincoln/Kezar. The 24-hour volume of traffic now on the block of Waller west of Stanyan (7,258) exceeds that on Frederick (6,518). Furthermore, Waller does not risk the potential conflict with adjacent school and residential land uses experienced along Frederick. On the other hand, heavy use of Waller does contribute to the continued isolation and impaired utilization of the southeastern corner of Golden Gate Park. The fact that trucks are not allowed in the Park presents another problem. Finally, there is inadequate provision for westbound traffic entering Kezar from Waller. Only westbound vehicles on Waller are required to stop at this intersection, and crossing Kezar in the face of oncoming traffic is hazardous during peak hours.
 - c. The present split between the two streets could be maintained.
3. Improve Frederick as a secondary thoroughfare linking the Haight-Ashbury and traffic on Lincoln. This would continue the straight line connection between Lincoln, Stanyan, and the portion of Frederick east of Stanyan which has been proposed as a collector street. Additional directional signs identifying Frederick as the major link between the Haight-Ashbury and Lincoln are needed. The inadequate provision for westbound traffic entering Kezar from Waller also exists at the Frederick-Lincoln intersection. The only required stop at this intersection is for westbound traffic on Frederick. Crossing Lincoln from Frederick thus becomes difficult and dangerous. A possible solution to both problems might be to encourage westbound traffic to follow a Stanyan-Fell-Kezar-Lincoln route. This possibility is discussed below.

Another possibility for Frederick has been mentioned which is inconsistent with its proposed secondary thoroughfare status. This is to close the street between Arguello and Willard in front of Polytechnic High School during school

hours. But if this were done, additional traffic might be diverted to Carl and Irving where conflict with the N-Judah line already exists. Serious consideration of any street closing would have to await basic decisions regarding the future of the high school in any case. The proposal would make the most sense if the south-eastern corner of Golden Gate Park were more attractively developed and made more accessible to Polytechnic as a result of the street closing.

4. Encourage westbound traffic leaving the Haight-Ashbury to use Stanyan-Fell-Kezar-Lincoln rather than Waller or Frederick. This alternative route would require increased utilization of the loop exit from Stanyan onto Fell. To achieve this, directional signs should be placed in proper locations south of the Panhandle. Other specific measures might be taken to prohibit westbound through traffic from using the westernmost blocks of Waller or Frederick -- at least during peak hours.
5. Discourage through traffic on Page, Haight, Waller, Parnassus and Frederick between Stanyan and Masonic. Several measures have already been suggested that would help realize this objective. An additional possibility of major importance would be to facilitate the turn south onto Stanyan from Fell for westbound U.C. Medical Center/Inner Sunset traffic. The installation of a traffic light regulating such turns where the present exit off of Fell intersects Stanyan should be explored. If it is decided to convert Page, Waller, and Parnassus to local streets, it would also be possible to implement measures at the intersections of these streets with Stanyan in order to discourage traffic entering from the west. Similar actions could be taken at the intersections of Page and Waller with Masonic and at Parnassus with Clayton.
6. Return blocks on Haight and Waller that intersect Stanyan to two-way. The result would probably be to transfer some of the eastbound traffic on Waller to Haight. This, in turn, could be incompatible with the latter's status as a transit street, thus necessitating further action to channel traffic onto Oak.
7. Facilitate left turns onto Seventeenth Street for traffic entering Clayton from the south. This action would reduce the volume of traffic filtering through the community from the south on Clayton-Parnassus which is destined for the U.C./Inner Sunset area and the Inner Richmond. The role of Seventeenth Street as a secondary thoroughfare would be strengthened. An alternative is to maintain the existing split in order to distribute the adverse effects of the traffic more evenly.

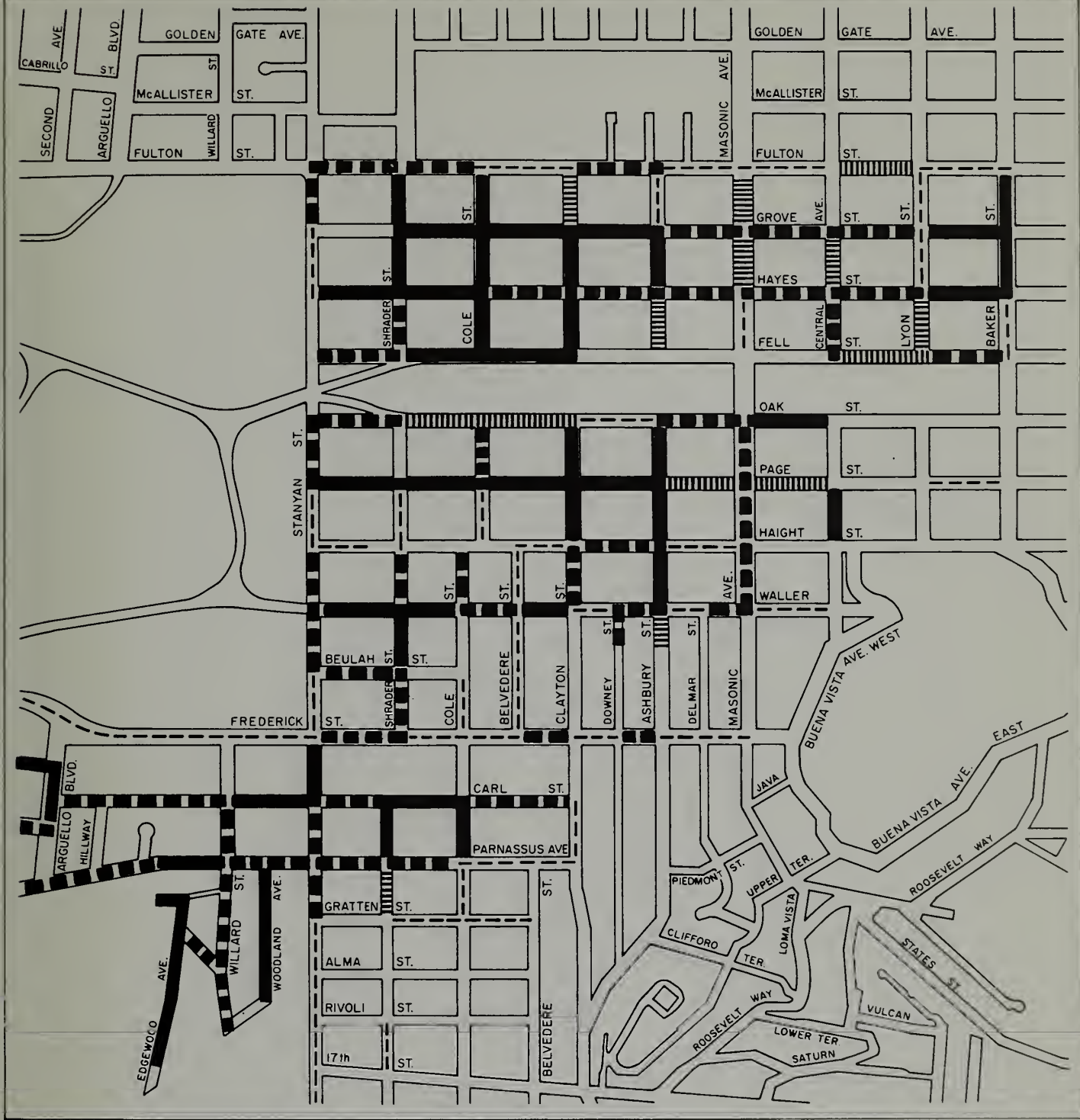
8. Underground Parnassus between Third and Hillway. This long-standing proposal could be implemented during the next several years. If and when the project is completed, vehicular traffic will flow under a pedestrian mall constructed at the present street level. Although this will reduce congestion and increase safety around U.C. Medical Center, it may also increase the volume of traffic entering the Haight-Ashbury on Parnassus. If so, the stop signs that now regulate traffic movement at the Parnassus-Stanyan intersection may have to be replaced by traffic lights.
9. Underground Oak and Fell between Baker and Stanyan. This is mentioned in the Improvement Plan for Transportation as a possible extension of the proposed undergrounding between Laguna and Baker. A reduced number of surface lanes would be retained for local use, overall vehicular capacity would not be increased, and the Panhandle would not be disturbed. The purpose would be to improve the living environment for residents along the two streets and to provide better pedestrian access to the Panhandle. Further discussion of possibilities for improving living conditions along Oak and Fell is presented in the Street Livability section.
10. Convert John F. Kennedy Drive to recreational use. This is a proposal in the Improvement Plan which seeks to eliminate through non-park traffic on this and other streets in Golden Gate Park. There are approximately 15,000 cars that use John F. Kennedy Drive daily. The bulk of this traffic is related to the Sunset and would probably move onto Lincoln Way, further taxing the carrying capacity of the street. There might also be an increase in traffic filtering through the Haight-Ashbury as a result. The Richmond-related traffic would largely move over to Fulton. If the inconveniences caused by a permanent closing appear to be too great, the street could be closed on weekends and holidays only. It is presently closed on Sundays.
11. Underground Kezar Drive. A surface street would be retained for recreational use only. This is a proposal that would restore a large area to park use and eliminate the present separation of the southeastern corner of Golden Gate Park from the rest of the park. It would also significantly alter traffic patterns in the vicinity. For example, the westernmost block of Waller would almost certainly be eliminated, traffic on Oak and Fell would probably go under Stanyan, access to and from the U.C. Medical Center might change greatly depending upon the location of the west portal of the tunnel, and Frederick could be changed from a secondary thoroughfare to a local street function. If a decision is made to proceed with the undergrounding of Kezar, an obvious need would result for detailed planning to cover a range of possibilities not fully considered in this report.

PARKING

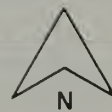
Probably more people in the Haight-Ashbury are aware of insufficient parking space than any other transportation problem. While certain areas within the community enjoy a surplus of parking opportunities, many other residents and visitors must contend with severe shortages. The causes are not difficult to trace. Almost all of the buildings were constructed at a time which predates the introduction of the automobile as the dominant mode of travel, and the number of off-street parking spaces thus provided is inadequate to meet modern demands. The extensive subdivision of these buildings into smaller dwelling units that took place between 1920 and 1950 and the appearance of large numbers of small households has further sharpened the need for more parking facilities. Some of the most severe shortages, however, appear around the large nonresidential trip generators -- particularly the University of California Medical Center and St. Mary's Hospital. Since the size of the population and number of households in the Haight-Ashbury seem to have stabilized, the growth projected for these major institutions may well present the strongest pressures for additional parking space in the future.

In order to better understand the extent of the parking problem, both in terms of its intensity and specific areas of concentration, the Department of City Planning conducted a parking survey in which every block in the neighborhood was canvassed between 2:00 p.m. - 4:00 p.m. and 11:00 p.m. - 1:00 a.m. The number of illegally parked cars was subtracted from the number of vacant spaces to give net vacancies on each block. In view of the irregular lengths of blocks in the Haight-Ashbury, parking availabilities are expressed in terms of net vacancies per 400 feet (approximately the length of east-west blocks between Fulton and Haight Street). Of the four categories presented on the following maps, parking is considered a problem if there are no net vacancies or less than two net vacancies per 400 feet.

Congestion during the afternoon centers around the major institutions, Page Street, a number of the side streets along Stanyan, and several smaller pockets spread throughout the community. The U.C. Medical Center, St. Mary's, and Page Street represent the areas of worst congestion. Nighttime congestion is considerably more extensive for the neighborhood as a whole. It is interesting to compare the two sides of the Panhandle, however. On the north side, afternoon congestion is far heavier than nighttime congestion (38 blocks are in the two worst categories between 2:00 p.m. - 4:00 p.m. compared to only 23 blocks between 11:00 p.m. - 1:00 a.m.). On the south side, the opposite is true (61 blocks during the afternoon and 103 blocks at night). These facts indicate that parking shortages on the south side may be, with the exception of the vicinity around the U.C.



SURVEY OF ON-STREET PARKING - 2 P.M.- 4 P.M.







- ILLEGALLY PARKED CARS - NO VACANCIES
- 2 PARKING SPACES PER BLOCK
- 4 PARKING SPACES PER BLOCK
- 6-8 PARKING SPACES PER BLOCK

NOTE: COUNT ADJUSTED TO SHOW STANDARD
BLOCK LENGTH OF 412'

DATED: JUNE 1971

SURVEY OF ON-STREET PARKING - 11 P.M.-1 A.M.



-  ILLEGALLY PARKED CARS - NO VACANCIES
 2 PARKING SPACES PER BLOCK
 4 PARKING SPACES PER BLOCK
 6-8 PARKING SPACES PER BLOCK

NOTE: COUNT ADJUSTED TO SHOW STANDARD
BLOCK LENGTH OF 412'

DATED: JUNE 1971

Medical Center, more directly linked to traffic generated by local residents. On the north side, nonresidential generators represent the principal source of the problem. Since the causes of congestion differ to a degree in the two areas, it seems likely that the corrective actions required may also differ in some cases. Another point of interest is that commercial activities do not appear to be a cause of major congestion. Haight Street has more than adequate parking available, and Cole becomes seriously clogged only during the evening hours after the stores have closed. This, of course, could change in the future -- particularly along Haight Street -- should a commercial rejuvenation occur.

The obvious conclusion to be drawn from the maps, however, is that inadequate parking space represents a major problem for much, if not most, of the Haight-Ashbury. In terms of alleviating the present problem, enforcement of the parking requirements in the City Planning Code has somewhat limited utility. New construction -- institutional, commercial, and residential -- is reasonably well covered, and the residential parking requirement (one off-street space per dwelling unit) also applies to all units converted within existing buildings since 1955. There may, of course, be a number of illegally converted units which do not meet the off-street requirement and thus exacerbate the parking problem. In these cases, a more strict enforcement of the City code might be advisable -- although consideration should be given to the implications of such an action. Housing could be eliminated if owners were unable to legalize units or provide the required spaces.

In general, however, the extensive parking shortages that currently exist are the result of conditions that either predate or in other ways are not governed by the regulations contained in the City Planning Code. Probably the most effective corrective measure would be to increase the number of on-street parking spaces. This may be best achieved through the conversion of parallel spaces to diagonal or perpendicular spaces on appropriate streets.

The following map identifies the blocks in the Haight-Ashbury for which opportunities for conversion to diagonal parking exist. Only those blocks which have no net vacancies or less than two net vacancies per 400 feet have been considered. Several other factors help determine whether or not a street is suitable. One is street width, since cars parked in diagonal or perpendicular fashion require more space and can obstruct the normal flow of traffic if the street is too narrow. As a result, streets have not been considered where the right-of-way (the distance from property line to property line) is less than 64 feet. The volume and speed of traffic, as well as the location of transit lines, are also important factors affecting parking opportunities since diagonal or perpendicular parking can cause accidents and increased congestion along heavily



PARKING OPPORTUNITIES

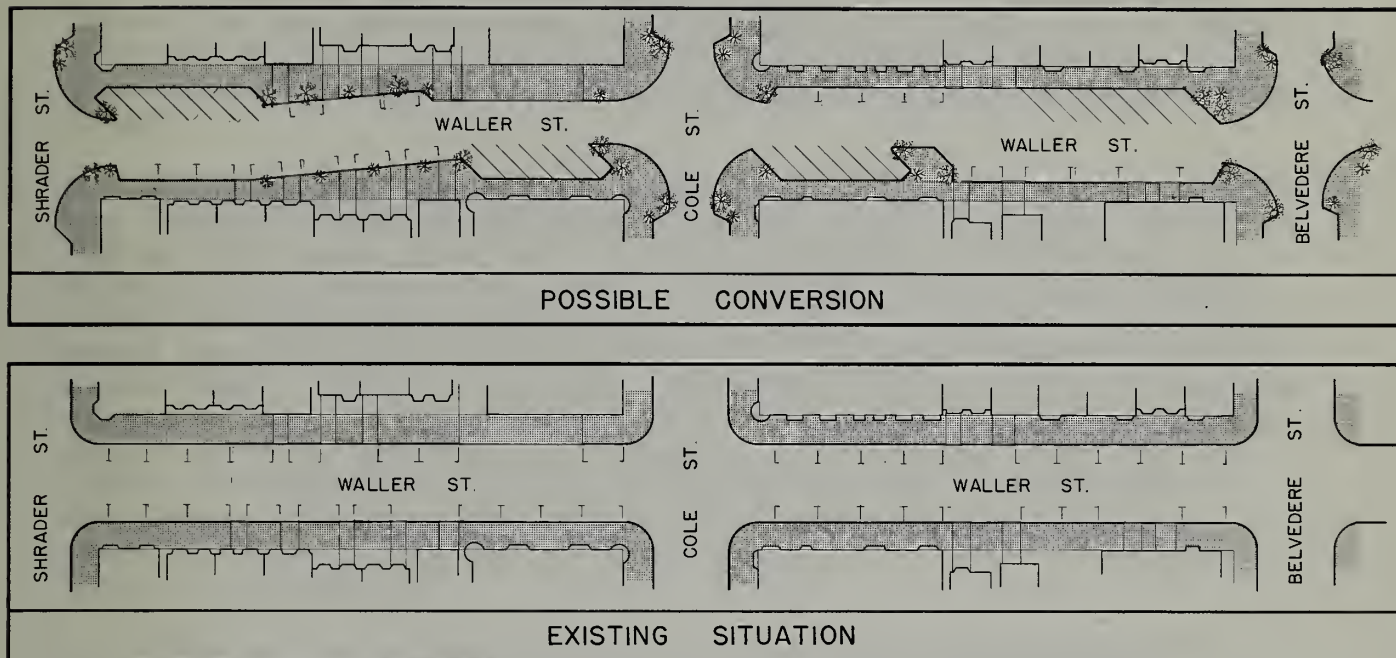
**STREETS WHERE BOTH A NEED FOR PARKING SPACES
AND AN OPPORTUNITY TO INCREASE THE NUMBER OF
SPACES EXISTS**



traveled streets. Volume is considered acceptable where peak hour traffic is less than 300 cars moving in any one direction (one car every 12 seconds). Peak hour traffic between 300 and 400 cars in any one direction (up to one car every 7 seconds) presents a problem, although special consideration may be given and streets in this category have been included on the map. Streets with proposed designations as major thoroughfares, secondary thoroughfares, or collector streets have not been included. The location of transit routes along a street might also rule out conversion from parallel to diagonal parking. Exceptions may be found in cases where there are few buses and long headways.

The parking opportunities shown on the map are intended as preliminary possibilities only. No effort has been made to quantify the potential increase in the number of parking spaces along any of these blocks. A major determinant in this respect is the number and position of curb cuts since cars cannot be allowed to block driveways or overlap into other restricted areas. Further, the maximum number of spaces obtainable is probably not desirable because this could mean unsightly, uninterrupted rows of cars lining the streets. Proper landscaping with sidewalk extensions, trees, benches, etc., could greatly improve the visual quality of the street but would reduce the number of new spaces created. It should also be borne in mind that, with the exception of few streets, conversion to diagonal parking in the Haight-Ashbury would require reduction in sidewalk widths since the streets are presently too narrow.

If an increase in the number of on-street parking spaces is deemed desirable, a more detailed block-by-block survey will be carried out to determine the number of additional spaces that can be obtained consistent with landscaping and environmental considerations. It would also be necessary to more carefully quantify demand for parking. An inventory of vacancies and illegal parkings could once again be conducted along those blocks considered for conversion to diagonal parking. This would probably be done for three consecutive days during the early morning hours to determine the actual number of spaces required by residents of the area. The following diagram illustrates how a block might look with the existing parallel parking converted to diagonal parking. The street selected to serve as an example is Waller between Shrader and Belvedere.



Specific Alternatives for Increasing Parking

As a tool of analysis in assessing the opportunities for increased parking, the Haight-Ashbury has been separated into three zones: A) Residential Areas; B) Hospital and University Areas; and C) Commercial Areas.

A. Residential Areas -- There are very few opportunities for providing off-street parking in residential areas. A few sites exist in and around the business districts that might also be made to serve residential needs, and these are presented later in the discussion of parking potentials in commercial areas. Of the few vacant lots and abandoned or dilapidated structures that lie outside of commercial areas, none appear suitable for conversion to parking due either to limited size or to the excessive cost of conversion.

There are, however, important opportunities for increasing the number of on-street parking spaces by means of converting parallel parking to diagonal or perpendicular parking. A comparison between the two existing on-street parking maps and the parking opportunities map demonstrates that there are a large number of blocks with parking shortages but with very little if any potential for increasing the number of spaces.

The largest concentrations of blocks in this category are along Hayes, Fell, and Oak and in the area south of Frederick and east of Stanyan. On the other hand, there are many blocks which do have a capacity for adding more parking. All of the shaded blocks on the parking opportunities map (61 blocks out of more than 220 blocks in the Haight-Ashbury) represent potential increases that could alleviate parking congestion in residential areas.

B. Hospital and University Areas -- Much of the expansion that has created severe parking congestion around the major institutions took place prior to the establishment of off-street parking requirements in 1960. The standards have been continually strengthened since that time, and a reasonably effective means for determining the number of off-street spaces required around major medical complexes and educational institutions now exists within the City Planning Code. Since these regulations cannot be made retroactive, however, the present code can do little to alleviate congestion caused by past development. All future institutional expansion in the Haight-Ashbury -- such as that planned by Harkness Hospital -- will be subject to the new standards.

The one major exception to this is the University of California Medical Center which, as a state organization, is exempt from local code regulations. Nevertheless, the Medical Center has demonstrated an awareness of the problem and a willingness to make efforts to relieve parking congestion. It presently provides 1,300 off-street spaces and 150 on-street spaces which are on-campus. Current plans call for an additional 800 off-street spaces by 1972, bringing the total to 2,250. The University's own estimate is that 42 percent of their 13,000 daily commuter population reaches the Medical Center by car -- over 5,000 cars per day. The deficit between the demand and the supply of parking spaces is not as great as might appear from these numbers, since parking duration for many cars is fairly short and spaces are constantly being vacated for use by other cars as a result. Still, there is a considerable amount of overflow into the community and the Medical Center does include 700 curbside spaces in its parking supply inventory. Although the curbside spaces along the blocks between Arguello and Stanyan are not included in these calculations, it is obvious that a substantial number of cars destined for the Medical Center seek places to park in the area between these two streets. With a 25 percent increase in the average daily commuter population projected by 1980, U.C. continues to make plans for additional parking and to find other means for reducing the congestion in and around the campus area. In this regard, it should be pointed out that both the new 800 car garage and an existing 700 car garage have major entrances on Carl Street which serves as a transit route for the N-Judah. This kind of conflict with the traffic circulation system

should be avoided if at all feasible in future construction of off-street parking facilities.

The University of San Francisco has an average daily population of 7,000, although the proportion traveling to and from the school by automobile is not known. Agreement has been established between the University and the City Planning Commission that 624 off-street spaces should be provided as a result of past expansion. In addition, 250 on-street spaces presently exist within the confines of the campus. It is further understood that any new expansion undertaken by USF will be subject to additional parking requirements to be determined at the time plans are submitted to the Planning Commission. No further expansion is planned in the near future.

Harkness Hospital is the smallest of the four institutions (an average daily population of 1,300) and generates the least amount of traffic. It also has the lowest number of parking spaces -- 100 off-street spaces and 50 on-street spaces. On the other hand, Health Maintenance Incorporated, an organization which has recently leased the Harkness facility, intends to submit plans that would greatly alter the present operation and probably increase traffic significantly over current levels. A Master Plan for this facility is expected to be received by the City Planning Commission sometime during 1972, and the off-street parking requirements for the expansion will be established at that time.

In the case of St. Mary's, the total daily population is not known since there is no readily available figure for the number of clinic visitors and other visitors. There are, however, approximately 1,800 staff members and inpatients with a 25 percent increase projected by 1973. Furthermore, the physical expansion now underway will increase the number of beds in the hospital from 452 to 555. The 140 off-street parking spaces and 70 on-street spaces presently provided are clearly inadequate. The 132 new off-street spaces proposed should absorb the additional traffic generated by the present expansion and overcome some of the parking congestion caused by past expansion as well.

Assuming that adequate provision can be made for parking needs generated by future expansions, the question still remains as to how present congestion can best be relieved. The potential for conversions to diagonal or perpendicular parking is limited by the many heavily traveled streets and concentrations of transit routes in the vicinity of the institutions. The problem is further complicated by the fact that any additions to the number of on-street spaces would probably only encourage more nonresidents to rely on their cars and park in the area. It is for this reason that the only blocks around the major institutions that are included on the parking opportunities map shown

previously are those with nighttime parking congestion. This was done on the assumption that daytime congestion is caused mainly by commuters and visitors to the area whereas nighttime congestion is caused primarily by local residents and can thus be reduced by the addition of parking spaces.

The following possibilities also exist for improving the situation. Some have equal applicability in residential and commercial areas.

1. Institute time limited parking zones in the residential areas bordering on the institutions. The time limit might be something like two hours between 7:00 a.m. - 6:00 p.m. and would discourage long-term or all-day parking if properly enforced. The drawback for residents would be the need to move their cars periodically to avoid violation of the law.
2. Install meters that would operate only during the daytime hours to achieve the same purpose. Meters are much easier to enforce than sign regulations and are generally far more effective for this reason.
3. Encourage a far greater utilization of public transit as an alternative mode of transportation for those traveling to and from the area as employees, students, visitors, etc. BART, in conjunction with the Muni subway, for example, might persuade many of the 1,700 East Bay commuters to the University of California Medical Center to leave their cars at home. The Medical Center could further encourage utilization of the N-Judah by providing covered escalators for pedestrians between Carl and Parnassus. New transit routes within the city leading to and from the Haight-Ashbury area should also be considered. These and a number of more specific transit possibilities will be more carefully explored in the section of this report dealing with public transportation.
4. Paint curb areas red that are too small for parking.
5. Enforce the law against extended parking (over 72 hours).

C. Commercial Areas -- As was pointed out previously, commercial activities in the Haight-Ashbury are not presently the source of serious parking shortages for automobiles. Nevertheless, different forms of parking congestion do occur in the commercial zones.

In the Carl-Cole area, the presence of the N-Judah and 43-Masonic complicate the movement of traffic to some extent and discourage any conversion to diagonal parking which would help relieve the nighttime parking congestion caused by residential

densities in the vicinity. The inadequacy of loading and storage facilities for commercial vehicles leads to double parking and increased congestion, and a specific source of many complaints has been the towing operation that is housed along Cole Street. The management of this particular business concern, however, has indicated an interest in finding a larger building and more suitable site for this activity.

Along Haight Street, there is also an absence of sufficient loading facilities which forces many commercial vehicles to park illegally. Furthermore, Haight Street has the heaviest concentration of transit routes in the area (six) and serves as an important artery (over 10,000 vehicles per day). This makes present parking somewhat hazardous and would make a conversion to diagonal parking inadvisable were it needed at some future date.

Although there presently is no great scarcity of automobile parking space in the commercial areas, the possibilities for future development and the implications of such development for parking needs should also be considered. If a rejuvenation of the commercial sector should result in replacement of existing buildings by new construction, the new buildings would have to satisfy the off-street parking requirements of the City Planning Code for commercial areas. Should a resurgence be characterized by improved use of existing buildings, however, increased parking congestion could be expected. Public purchases in the area might then become necessary as a means of providing additional off-street parking space.

A glance at the parking situation before the rapid decline of the late 1960's may give some indication of the parking needs to be expected following a future expansion in business activity. In 1959, the Department of Public Works conducted a parking study of neighborhood shopping districts throughout San Francisco -- including Haight Street between Ashbury and Stanyan and Cole between Frederick and Grattan. A more detailed follow-up study was carried out along Haight Street in 1961. The results showed a parking shortage of four spaces on Cole and 24 spaces on Haight. Projected shortages for 1970, based on assumptions of commercial growth rather than the decline that actually occurred, were 13 spaces on Cole and 48 spaces on Haight. The solution proposed at the time was the construction of two off-street parking lots. One was to be on the south side of Haight between Clayton and Ashbury (27 spaces) and the other was to be on the north side of the street between Cole and Shrader (32 spaces).

The potential for change along Haight Street, where a substantial number of the buildings are now vacant, is particularly great. Land use patterns, the size of the commercial area, and the goods and services offered could all change

significantly. The range of possible future commercial developments here and in other parts of the Haight-Ashbury will be explored in a report to be published by the City Planning Department in a few months.

There are several existing opportunities for additional parking spaces and other potential improvements in the parking situation around commercial areas. Some have immediate applicability whereas others will be needed only if a commercial rejuvenation occurs and the demand for parking grows. Some of the potential increases in the number of parking spaces around commercial areas might instead be used to relieve pressures created by institutional and residential demands in nearby areas. In the case of institutions, however, the sites suggested are largely not within walking distance and would probably require a shuttle bus service at peak periods or some other means of transporting people to their ultimate destination. The following list includes both long-range and short-range possibilities. Some of the sites mentioned could be used for parking on an interim basis until some preferred use develops.

1. Convert a portion of the metered spaces along Haight Street to yellow zones for commercial loading and unloading at least during hours of heavy use. This would relieve one of the major sources of congestion along the street.
2. Kezar Stadium has 310 off-street parking spaces. During school days three-fourths of the lot is chained off for Poly High physical education activities. In addition, Kezar Stadium and Kezar Pavilion are frequently used for competitive athletic events. The stadium is the home field for both Mission and Poly High Schools.

Nevertheless, there may be some possibility of reserving at least a portion of the lot for commuter parking related to U.C. Medical Center and/or St. Mary's. This could be an additional source of revenue for the Recreation and Park Department, but would probably require a shuttle bus service to make the plan workable.

A long-range possibility might develop should the idea be implemented of closing off much of Golden Gate Park to automobile traffic in favor of elephant trains as a means of transporting park visitors. In this case, the Kezar lot could become a parking area for passengers leaving their cars to enter the park.

3. The parking lots at Bob's Drive-In and Cala Foods at the corner of Haight and Stanyan might also have portions restricted to non-customer use if agreements could be worked out with the owners. As in the case of the Kezar lot, the best use at present would probably be for parking related to the institutions and there would have to be some kind of shuttle bus service.

4. Use the lot adjacent to the abandoned Safeway store on the northwest corner of Shrader and Haight as an off-street parking site -- at least until some alternative use is found. This might also be tied to parking needs generated by the institutions.
5. Make use of the lot on the southwest corner of Frederick and Cole in the same way. At the present time, this might better serve residents of the immediate area during the evening hours.
6. No immediate possibilities for significant increases in off-street parking exist along Haight Street east of Shrader. However, if future demand should provide justification, there are rear yard areas behind existing buildings that could be made accessible either directly or by means of an alley paralleling Haight Street. In either case, it is likely that buildings would have to be removed.

PUBLIC TRANSIT

A number of problems related to the large volume of automobile traffic in the Haight-Ashbury have been discussed under the foregoing sections on circulation and parking, and a variety of ways have been suggested for reducing some of the adverse effects on the community. Public transit offers an additional range of possibilities for dealing with these problems. It is generally agreed that an effort should be made to increase use of the transit system as a means of decreasing reliance on the automobile. The success of this effort depends greatly upon the ability of public transit to provide convenient access to major destinations. In considering the question of access, however, it is important to recognize that public transit requires the patronage of many people and is thus best suited to serve areas of concentrated activity while the automobile is more effective in linking a multiplicity of locations. This explains the fact that the overwhelming majority of buses operating in San Francisco have destinations in the downtown area.

The availability of parking around major destinations helps determine the level of patronage on a given transit line. If parking is difficult, as it is around several of the larger trip generators in the Haight-Ashbury, reliance on the automobile is normally discouraged. On the other hand, public transit can create parking problems of a different nature. Important transit lines or transfer points located within a community often attract persons living elsewhere who park their cars in the area in order to catch a bus or streetcar to some other location where parking is more difficult. This undoubtedly takes place now in the Haight-Ashbury and may be a more frequent occurrence once the Muni subway system goes into operation and the attraction of public transit relative to that of the automobile is improved substantially.

In analyzing public transportation in the Haight-Ashbury, the Planning Department first assessed the present and future adequacy of the system and then considered changes that might bring about improvements. The system was evaluated in terms of (A) its ability to provide convenient access to major destinations for residents, (B) how it affects the living environment in the neighborhood, and (C) its effectiveness in relieving congestion around major trip generators in the area. These three considerations are the basis of the possible changes presented at the end of this section. Among the features considered are the number and present alignment of routes, crowding conditions, running times, headways (time lag between two successive buses on a particular line), transfers required to reach various destinations, and location and convenience of transit stops. The implications for the Haight-Ashbury of future transportation developments such as BART and the Muni subway are also explored.

PUBLIC TRANSIT SERVICE WITHIN THE HAIGHT-ASHBURY

LINE	PERIOD OF OPERATION	ORIGIN AND DESTINATION	RUNNING TIME (Minutes) ¹		HEADWAYS (Minutes)			
			Distance	Covered	Time	A.M.	Daytime	P.M.
						Rush	Base	Rush
5	4:30 a.m.- 1:00 a.m.	Playland-Ferry	Fulton/Clayton-4th/Market	21.5	4	7	3.5	15
6	5:30 a.m.- 2:00 a.m.	14th/Quintara-Ferry	Haight/Masonic-4th/Market	19.5	4.5	7.5	4	15
7	5:30 a.m.- 10:00 p.m.	Stanyan/Waller-Ferry	Haight/Masonic-4th/Market	19.5	6.5	7.5	6	15
21	5:00 a.m.- 2:00 a.m.	6th/California-Ferry	Hayes/Clayton-4th/Market	22	4.5	7	4.5	10
33	5:30 a.m.- 1:30 a.m.	Stanyan/Waller-4th/Harrison	Stanyan/Waller-4th/Harrison	27	13	15	11	20
43	5:30 a.m.- 1:00 a.m.	14th/Market-Euclid/Sutter	Haight/Masonic-Market/Church	13	11	20	20	30
66	6:00 a.m.- 12:00 p.m.	Taraval/29th-5th/Market ²	Haight/Masonic-4th/Market	17	11	15	9	30
71/72	5:00 a.m.- 1:45 a.m.	71: Ortega/48th-5th/Market ² 72: Sunset Blvd/Lake Merced-5th/Market	Haight/Masonic-4th/Market	17	8	15	7	20
N-Judah	5:00 a.m.- 2:00 a.m.	East Bay Terminal-Great Highway	Carl/Cole-3rd/Market	15	2.5	5	2.5	20
(N-Judah owl motor coach runs from 2:00 a.m.-5:00 a.m.)								

¹Running time for the morning rush period is given. Little difference exists between morning and evening rush and normal base period running times according to schedules provided by the San Francisco Municipal Railway.

²Runs extended to 1st/Market during weekday peak periods.

The Present Public Transit System

A. Convenient Access to Major Destinations. Service to the downtown area is generally good. Of the ten lines operating in the neighborhood, eight run directly to and from downtown. Six of these (7-Haight, 6-Masonic, 66-Quintara, 71-Haight-Noriega, 72-Haight-Sunset, and the N-Judah) operate between Haight Street and Parnassus, raising the question as to whether or not the level of service provided in this area is more than required. It should be pointed out, however, that the 71 and 72 make no stops east of Cole between 6:00 a.m. and 6:00 p.m. The most heavily traveled lines in the neighborhood as a whole are the N-Judah, 5-McAllister, 6-Masonic, and 7-Haight. These same lines also have the shortest headways and are fairly well dispersed throughout the community, thus providing convenient transit stops for most residents. The two exceptions are the blocks south of Parnassus and the area east of Ashbury and south of Frederick, where topography is hilly and residential densities are generally lower than in the rest of the Haight-Ashbury. Running times differ little from line to line but could be improved somewhat if conflict between public transit routes and major automobile routes (such as exists along Haight Street) could be eliminated. Crowding conditions during rush periods appear to be a problem, but probably no more so than in most other parts of the city. The completion of the Muni subway and consequent faster service should relieve some of this pressure.

Crosstown service is less satisfactory than service to the downtown area. There are only two crosstown lines running directly through the Haight-Ashbury. The 33-Ashbury provides access to the Inner Mission and South of Market areas, while the 43-Roosevelt operates between Fourteenth and Market, Buena Vista Heights, the Haight-Ashbury, and the area just east of Geary and Masonic. Running times along the 33-Ashbury are slow due to the circuitous route followed, and lengthy headways cause inconvenient waiting periods between buses. The 43-Roosevelt has the longest headways of any transit line serving the Haight-Ashbury (20 minutes during the daytime base period). Passenger checks conducted by the San Francisco Municipal Railway indicate that patronage on both lines is low. There is the added difficulty of attracting travelers with widely scattered destinations going to areas which often provide relatively easy parking for automobile users. Points further north or south of the areas covered by the 33-Ashbury and 43-Masonic are reached by transferring from one of the downtown lines to crosstown routes located outside of the Haight-Ashbury. The eight downtown lines operating in the Haight-Ashbury provide transfer connections on Market Street with a number of lines serving the city south of Market Street. Public transit service within this area is not wholly adequate, however, and a series of improvement actions have been recommended in the Department's recently published Improvement Plan for Transportation. Access to the Marina and

much of the Inner Richmond for residents of the Haight-Ashbury could also be improved. For example, there is presently a serious gap in service to the north for persons living south of the Panhandle due to the absence of any crosstown routes operating between Ninth Avenue and Masonic (a distance of 16 blocks). Also, since the 43-Roosevelt stops at Sutter and the 24-Divisadero stops at Jackson, the first line to provide a link with the Marina district is the 22-Fillmore.

B. Effect on Living Environment. From an environmental standpoint, concentrations of bus and streetcar lines along residential streets are generally considered undesirable and should be prevented when possible. While routes are generally well dispersed throughout the community, there is a heavy concentration of transit lines along Waller (five lines running east) and Haight (five lines running west). The adverse effect of this activity on the residential environment along Waller between Stanyan and Masonic has been a complaint frequently voiced by residents. The entire length of the street is zoned residential and the majority of buildings have four units or less (although there are a few scattered buildings with as many as 14 units). In addition, little can be done to convert to diagonal parking as a means of relieving the parking congestion that prevails along much of the street as long as the present heavy volume of transit use continues.

Although the most pressing environmental problem appears to exist along Waller, many other residential streets in the Haight-Ashbury serve as transit routes and, in some cases, living conditions along these streets may be impaired. The N-Judah, for example, has the shortest headways and highest patronage of any transit line operating in the city. This, combined with the noise, may require measures to improve livability for the residents along Carl. The block on Masonic between Waller and Haight may be another problem area -- since six transit lines converge at this point.

C. Relief of Congestion Around Major Trip Generators. The present public transit system is not as effective as it might be in relieving some of the congestion around major traffic generators in the neighborhood. There currently is transit service to each of the major institutions. Yet, the prevailing congestion around each of these centers is testimony to the fact that transit service should be improved if possible. A breakdown of commuter traffic by mode of transportation is presently available only for the U.C. Medical Center where, according to a traffic and parking study conducted for the University by Wilbur Smith and Associates, only 20 percent of the average daily commuter population relies upon public transit.¹

¹University of California San Francisco Medical Center Traffic and Parking Study, Wilbur Smith and Associates, August 1967, pp. 24-25

In summary, it can be stated that the transit service presently provided to the downtown area is good. Improvements in the system should concentrate on developing better crosstown service, alleviating the adverse environmental effects on certain residential streets, and helping to relieve congestion around major trip generators in the area.

Future Developments Underway

BART can be expected to have an important effect on transit in the Haight-Ashbury. In the case of the U.C. Medical Center, there are 1700 East Bay commuters -- most of whom presently travel to and from the campus in cars. Hopefully, many will switch to public transit once BART and the Muni subway enter into operation. The same switch in mode of transportation should hold true for East Bay commuters destined for other activity centers in and around the Haight-Ashbury and for residents of the Haight-Ashbury going to the East Bay.

It is difficult to say to what extent the Muni subway will reduce reliance upon the automobile and attract patrons away from present surface lines running to the downtown area. With regard to the latter, decreased utilization may ultimately free buses for new crosstown routes. The subway system presently under construction will begin at Duboce and Market and continue down to the Embarcadero Station, substantially reducing running times. A marked preference for the N-Judah over nearby surface vehicles is expected to occur since it will become a part of the Muni subway system at Duboce and Market -- the running time from Carl and Cole to Montgomery and Market will be reduced from the current 15 minutes to 7 minutes, for example. In addition, carrying capacity will be increased by one-third once the new system goes into effect.

There will be joint BART-Muni stations at Civic Center, Montgomery and Market, and Powell and Market. There will also be a BART station at Sixteenth and Mission and Muni subway stations at Van Ness and Market and at Church and Castro. BART is presently expected to begin operations in San Francisco in the fall of 1972 while the Muni subway probably will not get underway until late 1974 or in 1975. The feeder service for these two systems provided by the present alignment of surface transit routes would generally be adequate although there is, as will be seen, potential for some improvement.

Possible Changes in the Public Transit System

This section presents a range of possible changes in the public transit system serving the Haight-Ashbury. Some stem directly from the citywide recommendations in the Improvement Plan for Transportation. Other possibilities are the result of area planning efforts specifically related to the Haight-Ashbury.

Many of the ideas are preliminary in nature and would require considerable additional exploration should they pass an initial review stage.

Two specific recommendations contained in the Improvement Plan for Transportation should be mentioned at the outset:

(1) the re-routing of the 72 to serve as a crosstown link between the vicinity around San Francisco State College, the Outer Sunset, and the Outer Richmond; and (2) the re-routing of the 66 to serve as the primary feeder for the Forest Hill Muni substation from the Sunset-Parkside district. Implementation of either recommendation might provide justification for reinforcing the 7-Haight -- perhaps increasing the number of buses assigned to the line or assigning some of the existing buses to an express service for residents of the Haight-Ashbury.

The suggestions listed below tend to treat the Haight-Ashbury more as the central target area for improvements.

1. Transfer the bus lines currently operating on Waller (7, 33, 43, 71, 72 and N-Judah owl) to Haight Street. While improving livability conditions along Waller, this action would have the effect of slightly increasing the walking distance to stops for some passengers.

2. Make Haight Street the central transit street for the district. This would be consistent with the desire to concentrate bus routes along nonresidential streets and might stimulate business on Haight Street. There are, however, a number of difficulties to overcome. Conflict with automobile traffic (over 10,000 vehicles daily and 660 during the peak hour) might result under present conditions and double parking on the part of commercial vehicles could create an obstruction and reduce running times. In addition, Muni has pointed out that the street is characterized by high curbs which are hazardous to passengers getting on and off the buses. Thus, if Haight Street is to become the district's principal transit street, a number of coordinated actions should be undertaken. The specific measures suggested in the Improvement Plan for Transportation are to reconstruct the street to flatten it and include new extended sidewalk passenger platforms; install signal pre-emption devices which allow transit vehicles to trigger lights in their favor at major intersections: Stanyan, Cole, Clayton, and Masonic; build median strips across minor intersections to prevent left turns and through traffic entering from side streets; and provide new loading zones in the shopping area for commercial vehicles. It might be possible to avoid major reconstruction and flattening of the street, since the extended sidewalk passenger platforms could overcome the safety problems caused by high curbs, in addition to creating more space for parking, and improving the designation of transit stops.

3. Reinstate the stops made by the 71 and 72 east of Cole between 6:00 a.m. and 6:00 p.m. The stop at Haight and Masonic is particularly important. If these stops cannot be reinstated, or if it is determined that there is already sufficient downtown service for residents of the Haight-Ashbury, the 71 and 72 might be placed on Oak and Fell to provide express service to the Sunset.

4. Create a new crosstown route which would include the U.C. Medical Center and run along Stanyan and Arguello to Letterman Hospital and the Marina district. This would also link St. Mary's, USF, and various activity centers in the Inner Richmond, filling the present gap in crosstown service between Ninth Avenue and Masonic. Such a route might be particularly useful in relieving congestion around the U.C. Medical Center which has a large commuter population originating in the Richmond district and the area between Hayes and Fulton west of Masonic. The recommendation in the Improvement Plan for Transportation is to extend the 17-Parkmerced north to the Marina along a route similar to that described above. The 17-Parkmerced presently runs between the west portal of the Twin Peaks tunnel and the vicinity around Lake Merced.

5. Extend the 43-Roosevelt to continue north along Presidio to Letterman Hospital and the Marina district. In addition, extend it south beyond its present termination point at Fourteenth and Market to include the BART station at Sixteenth and Mission.

6. Reroute the 6-Masonic along Cole to Frederick from its present course along Clayton to Frederick. This would provide an important connection with the N-Judah and pick up the Carl-Cole commercial district as well. The walking distance to transit stops for some passengers would be increased by not more than one block. The same rerouting could occur for the 66-Quintara if it continues to operate in the neighborhood.

7. Modify the route of the 33-Ashbury to pass the Sixteenth Street BART station and to run on Folsom and Harrison. This would improve feeder service to the BART system and increase the convenience of round-trip travel on the 33-Ashbury by bringing the opposite directions of travel closer together on Folsom and Harrison. The line currently runs east on Howard (one block north of Folsom) and west on Harrison.

8. Form a shuttle bus service connecting major activity centers in the neighborhood. This could include the four major institutions, the commercial areas, the N-Judah, Golden Gate Park, and potential parking areas that would otherwise be too distant from major destinations. It might also be possible to have decentralized pick-up points for residents of the community.

The Haight-Ashbury neighborhood alone may well be too small to support this kind of service. It might prove worthwhile to contact the Sunset-Parkside Education and Action Committee (SPEAK)

and the Coalition for Responsible Inner Sunset Planning (CRISP), both of whom have expressed an interest in studying the possibility of "mini buses" to serve Irving Street, Judah Street, and other shopping areas, as well as the U.C. Medical Center. It might thus be possible to collectively define an area of sufficient size with enough concentrated activity centers to support a mini bus or shuttle bus system. Muni may find it difficult to provide this kind of service, but a smaller, private organization such as the Jitney Owners Association which operates in the Mission district might be interested.

9. Extend the Muni subway from the west portal of the Sunset Tunnel to Ninth Avenue. Such an extension would probably go under Parnassus and the U.C. Medical Center and have stations at Carl/Cole, the Medical Center, and Sixth and Judah. Construction of such an extension would probably not take place for at least ten years.

10. Place an elephant train on John F. Kennedy Drive connecting the eastern portion of Golden Gate Park and the Beach. This is consistent with suggestions in the circulation section concerning the conversion of John F. Kennedy Drive to recreational use. The elephant train would carry park visitors as a substitute for automobiles. An eastern terminus would have to be constructed which might require storage space for cars. The Haight-Ashbury could be considered as a possible site for this terminus.

11. Provide bus benches and shelters to make waiting more comfortable for passengers and to encourage utilization of the transit system. Muni has recently submitted a bench plan to the Board of Supervisors which recommends the location of bus benches citywide. Of the 214 sites mentioned, 16 are in the Haight-Ashbury (see Appendix). Of these 16 sites, ten serve the lightly traveled 43-Masonic line and none are located around the U.C. Medical Center or USF (the U.C. Medical Center already provides a shelter).

Muni also has funds from a \$44 million bond issue to construct 50 new passenger waiting shelters. Three of these are in the Haight-Ashbury: two at the Hayes and Stanyan intersection near St. Mary's (one on the north side of Hayes and the other on the south side) and one at Hayes and Baker near Harkness Hospital. The most important transfer point in the Haight-Ashbury is the intersection of Haight and Masonic. Passenger waiting shelters should be constructed on both the north and south sides of Haight Street. The shelter areas should be attractively designed and information should be made available on pertinent routes.

STREET LIVABILITY

When the Haight-Ashbury Transportation Study began, one of the basic underlying assumptions was that the environmental quality of residential streets tends to deteriorate with increases in traffic. The Street Livability Study published by the Department of City Planning in June of 1970 presented the results of interviews with residents along three separate streets exhibiting different traffic levels ranging from light to heavy. The responses of the people interviewed clearly showed that the quality of the living environment was impaired by increasing amounts of traffic. The conclusions of the study were that traffic tended to decrease the desirability of streets for families with children, cause a reduction in social interaction and street activity (making the street a less interesting and less friendly place to live), and lead to a withdrawal from the physical environment. Complaints frequently heard included the danger and inconvenience caused by high speeds and large volumes of vehicles; noise, fumes, and vibrations; unpleasant visual activity; soot and trash; a general invasion of privacy; and parking problems both in terms of space shortages and the difficulty involved in getting into and out of the few spaces available.

A variety of improvement actions were suggested in the report. In the case of many residential streets, the possibility exists for reducing the number of cars by channeling them onto designated arterial streets or by encouraging greater use of public transit. When residential streets must serve also as arterials, additional actions on a smaller scale are often required to maintain or enhance the living environment. Among the suggestions made were: 1) timing traffic signals for desirable speeds; 2) trees along sidewalks to screen traffic from windows and separate sidewalks from the street; 3) low walls and landscaping to impart a sense of protection from traffic; 4) well-lighted, clearly defined pedestrian crossings to decrease danger; and 5) provision of street furniture in conjunction with landscaping to enhance the residential character of the block. Traffic can be channeled onto other streets or at least slowed down along existing routes through additional actions such as narrowing intersections, curving streets, and closing streets at the ends or in the middle of blocks to create cul-de-sacs with opportunities for small, pleasant open spaces.

Major Streets in the Haight-Ashbury: The Oak-Fell Survey

The heavy volume of traffic absorbed within the Haight-Ashbury community, coupled with the predominantly residential nature of the streets which serve as major carriers, suggests a need to improve livability conditions along the principal streets. A survey on Oak-Fell was undertaken in an effort to relate the findings of the Street Livability Study to conditions prevailing along two of the most heavily traveled streets in the neighborhood.

It was felt that the results of this survey could be used to more closely determine the attitude toward traffic of persons living in the area and to demonstrate some of the specific aspects of the problem and the nature of corrective actions that might be taken.

There are many elements in the situation existing along Oak and Fell between Stanyan and Baker that would appear to indicate a need for action to improve livability conditions. The 24-hour volume of traffic along the two streets (49,723 according to a 1968 count) is second only to Nineteenth Avenue in the entire city. A report put out by the Highway Research Board of the National Academy of Sciences showed Oak and Fell to have the highest hourly volumes of all four-lane, one-way city streets in the United States in 1961 (958 for Oak, 816 for Fell)¹. In addition, the residences (mainly 2-6 unit buildings, but with a substantial number of 8-12 unit buildings as well) are separated from the street by sidewalks which are only 10 feet wide on Oak and 12 feet wide on Fell -- extremely narrow considering traffic volumes. On the other hand, the area is fortunate in having the Panhandle as a major environmental amenity, although access to it is made somewhat difficult by the large volume of traffic. Also, there is some existing residential protection in that traffic speed is controlled by the present timing of signals at a reasonably safe 27 MPH, trucks are not allowed to use Fell except for local pickup and delivery, and buses are not present on either street.

The survey was based on a questionnaire which contained three categories of questions: one dealing with population characteristics, another with the general environment, and the third specifically with traffic (see Appendix). Thirty-three residents were interviewed. Once all of the questions had been answered, interviewees were asked to suggest corrective actions. Following this, several alternative proposals developed by the City Planning Department for alleviating traffic-related problems were presented in order to obtain some idea of the desirability of each proposal from the point of view of the resident.

The results of the survey did not reveal an overwhelming concern with the consequences of heavy traffic. Of the 33 persons interviewed, only 13 (36 percent) felt traffic was a problem. Of the 21 who did not consider traffic a problem, some seemed to enjoy it ("It's interesting to watch the cars go by"), most were indifferent, and a few deemed it such a minor inconvenience that no real action was necessary. Other findings showed that a

¹Highway Research Board, National Academy of Sciences, Highway Capacity Manual, Special Report No. 87, Washington, D.C., 1965.

majority did not consider access to the Panhandle to be a significant problem, few complained of noise, and lack of cleanliness was barely mentioned. Twenty-seven people liked living where they were. The several alternatives for improving conditions developed by the Department were presented to each of the interviewees whether or not they felt a traffic problem existed. All three of the alternatives were rejected by a majority of the people questioned.

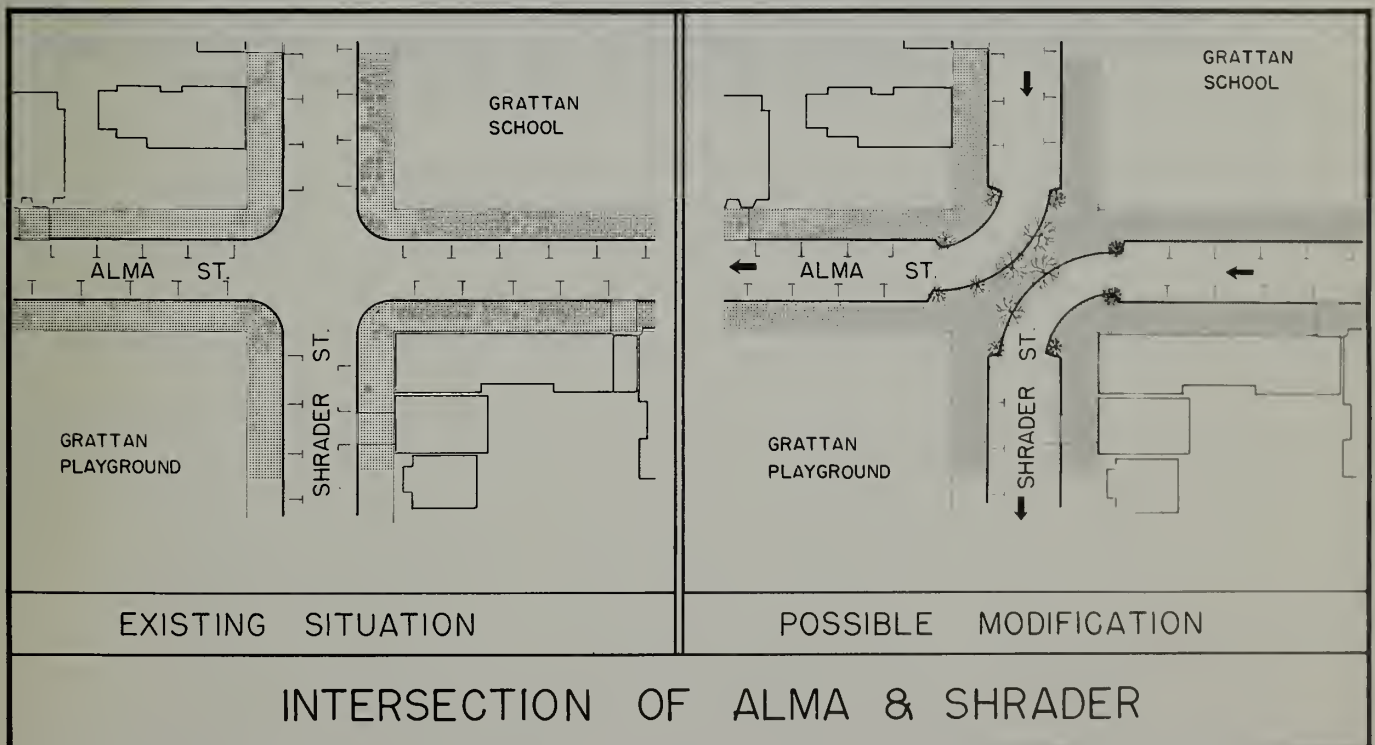
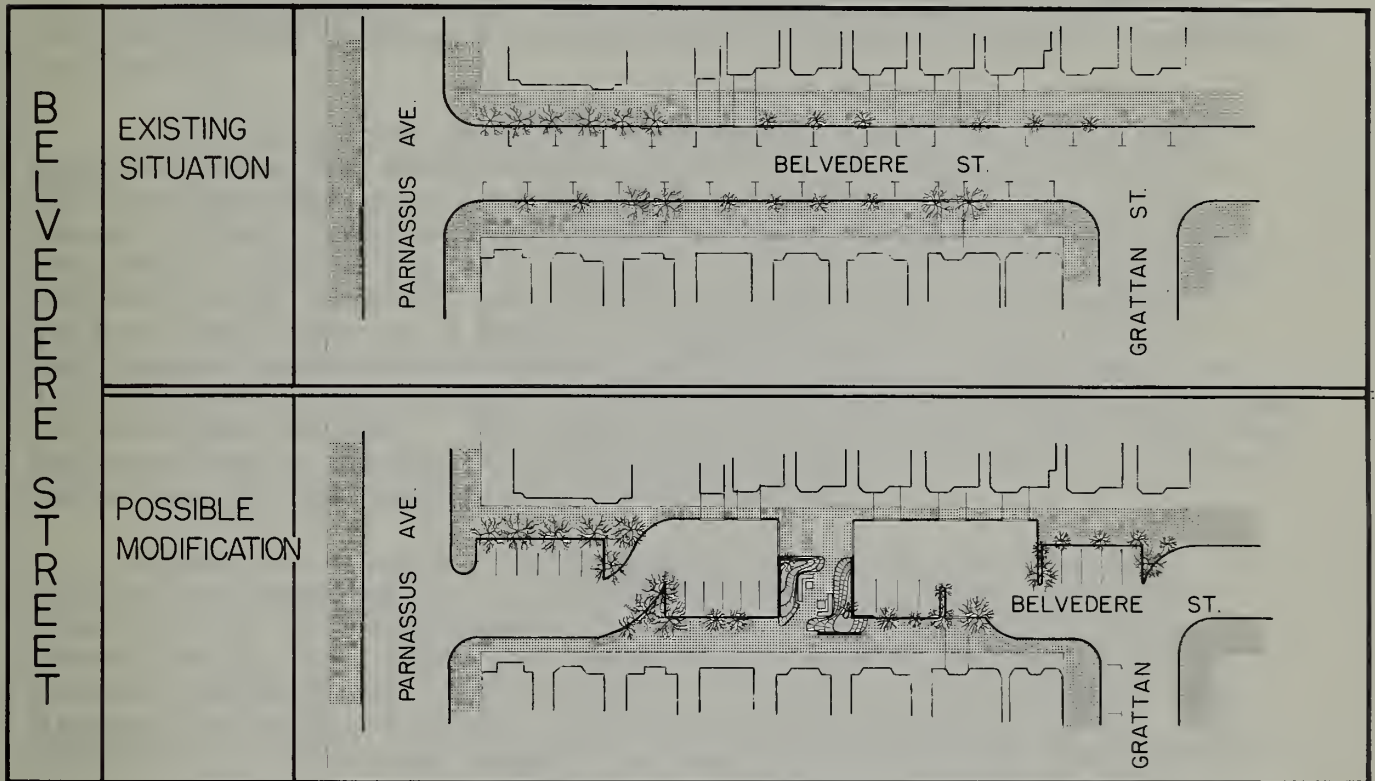
The actions of the people interviewed, as well as their attitudes, indicate that the area is basically a pleasant place in which to live. Many talk often with their neighbors and 11 out of 12 parents say their children play in the Panhandle -- indicating, once again, that access is apparently not a serious problem. The fact that 37 percent of the households are families also suggests that traffic is not a major deterrent to living along the Panhandle. A generally agreed-upon problem was parking. Fifty-two percent of the people who owned cars had one kind of parking complaint or another.

If the assumption can be made that the survey results are valid, what are the implications? It at least seems reasonable to attach a lower priority to the need for action to reduce the effect of traffic on the residential environment along Oak and Fell. Comments received from people living along other arterials in the Haight-Ashbury, however, indicate that traffic is viewed as a problem. There are many reasons why Oak and Fell may not be representative. It is true, for example, that the Panhandle probably absorbs much of the noise caused by the traffic. Most residential streets are less fortunate in this regard since they are lined on both sides by buildings which tend to produce an echo effect making noise a more important factor. And, as was pointed out previously, there are no buses on Oak and Fell, trucks are restricted, and traffic speed is well controlled by the timing of the signals.

Protected Residential Neighborhoods in the Haight-Ashbury

In addition to measures which can be taken to improve livability on heavily traveled streets, there are numerous small-scale actions which can serve to protect and enhance the residential environment within the areas defined by designated arterials. For instance, where local streets meet these designated arterials, the need for protective buffering is especially great in order to prevent overflow of either heavy, fast or through traffic. There are also a number of lightly traveled streets in the Haight-Ashbury, particularly north of the Panhandle, which are largely devoid of visual amenities such as trees, street furniture, and attractively landscaped open space. More specific examples of opportunities for livability improvements include the mid-block plaza being considered by residents of the 400 block of Belvedere Street, the intersection of Alma

STREET LIVABILITY IMPROVEMENTS



and Shrader which could be altered to provide a safer link between Grattan School and Grattan Playground, and the entrance to the west portal of the Sunset Tunnel near Carl and Cole Streets (proposed as a transit center in the Improvement Plan for Transportation) where a mid-block plaza/subway shelter could be constructed between the two sets of tracks running in opposite directions.

Conversion from parallel to diagonal parking offers many opportunities for landscaping since it is frequently possible to alternate diagonal parking with landscaped sidewalk extensions without reducing the number of parking spaces previously available under a parallel system. It may thus prove desirable to convert to diagonal parking on blocks which do not exhibit parking shortages as a means of improving the visual quality and general amenities offered along the street. An example is the previously mentioned proposed mid-block plaza on the 400 block of Belvedere Street. The space required for this plaza would be made available through a conversion to diagonal parking with no reduction in the number of parking spaces.

Before determining the specific needs for residential protection measures in the Haight-Ashbury, however, agreement should first be established regarding the many possibilities contained in this report -- particularly those dealing with street designations, the location of blocks with potential for diagonal parking, and the routing of public transit lines. In addition, it would be helpful to hear far more from the people in the community as to whether or not street livability is a major issue and, if so, the kinds of actions desired. The City Planning Department will make every effort to encourage this kind of citizen response as it continues with the preparation of a transportation plan for the Haight-Ashbury.

APPENDIX I

PROPOSED BUS BENCH LOCATIONS IN THE HAIGHT-ASHBURY

<u>Transit Line</u>		<u>Location of Bench</u>
1.	43	West side of Masonic/north side of Fulton
2.	43	East side of Masonic/south side of Fulton
3.	43	West side of Masonic/north side of Hayes
4.	43	East side of Masonic/north side of Hayes
5.	21	North side of Hayes/east side of Masonic
6.	21	South side of Hayes/east side of Masonic
7.	43	East side of Masonic/north side of Haight
8.	43	West side of Masonic/north side of Haight
9.	21	North side of Hayes/east side of Stanyan
10.	21	South side of Hayes/east side of Stanyan
11.	21	South side of Hayes/west side of Baker
12.	43	East side of Cole/north side of Carl
13.	43	West side of Cole/south side of Carl
14.	43	East side of Cole/south side of Parnassus
15.	43	West side of Cole/south side of Parnassus
16.	21	South side of Hayes/west side of Baker

APPENDIX II

OAK-FELL STREET LIVABILITY QUESTIONNAIRE

I. POPULATION CHARACTERISTICS

- A. How long have you lived here?
- B. Do you rent or own?
- C. How many people live in this house or apartment?

Age breakdown:

- 1. 60+
- 2. 19-59
- 3. 12-18
- 4. 6-12
- 5. Under 5

II. GENERAL ENVIRONMENT

- A. Are most of the people on this block members of families or single?
- B. Are there many older people? Children?
- C. Where do children play?
- D. Do you talk with people on the block often? If so, where?
- E. Do you spend much time outside your building (porches, stairway, sidewalk, Panhandle)? Why or why not?

- F. Do you like living in this neighborhood? On this street? If so, why? If not, why not? (Is there anything you don't like about living here?)
- G. If you had a choice, would you rather live on some other street nearby? Why or why not?
- H. Do you plan to move from this neighborhood? If so, why?
- III. TRAFFIC
- A. What is traffic like on this street? How would you describe it?
- B. Do you own a car? If so, is parking a problem?
- C. Does traffic on this street affect you in any way (bother you, do you like it, discourage you from going outside or to stores, churches, etc.)?
- D. If yes, how does it affect you or what you do? Be specific.

OAK-FELL STREET LIVABILITY STUDY ALTERNATIVE PROPOSALS

- A. If you think traffic on Oak (or Fell) is a problem, is there anything you would like to see done about it?
- B. What do you think about these possibilities?
1. Widen sidewalk by eliminating present curb lanes nearest the houses and either:
 - a. make the parking lane along the Panhandle a tow-away zone when commuter traffic is at a peak (4-6 p.m., or 7-9 a.m.); or
 - b. permanently eliminate parking along Panhandle (most of parking spaces eliminated could be replaced by increasing the number of parking spaces along side streets -- 70-80 percent).
 2. Convert the three lanes nearest residences to an access road, parking lane and landscaped median while eliminating parking along Panhandle and either:
 - a. eliminate one lane of moving traffic, or
 - b. cut four feet into Panhandle to retain present number of moving lanes.

Losses of parking spaces in either case (the spaces that presently exist in the lane nearest the houses) would be replaced by increasing the number of parking spaces on side streets.
 3. Placing Oak and Fell below ground level, either:
 - a. an open depression, or
 - b. a covered tunnel (service road and parking spaces would be present in either case).

